

STATE AND LOCAL PLANNING  
FOR  
THE COMMUNITY COLLEGE

A THESIS

Presented to  
the Faculty of the Graduate Division

by  
Donald G. Ingram

In Partial Fulfillment  
of the Requirements for the Degree  
Master of City Planning

Georgia Institute of Technology

June, 1961

64  
125

STATE AND LOCAL PLANNING  
FOR  
THE COMMUNITY COLLEGE

Approved: \_\_\_\_\_

Date approved by Chairman: \_\_\_\_\_

## ACKNOWLEDGMENTS

The author gratefully acknowledges the assistance and encouragement of Howard K. Menhinick, Regents' Professor of City Planning, Malcolm G. Little, Jr., Associate Professor of City Planning, and James L. Wattenbarger, Director, Division of Community Junior Colleges, Florida State Department of Education.

Thanks are also extended to Mrs. Peggy Isgette for typing the final manuscript, and to the author's wife, Margaret, for her assistance throughout the study.

## TABLE OF CONTENTS

	Page
ACKNOWLEDGMENTS .....	ii
ABSTRACT .....	iv
Chapter	
I INTRODUCTION ....	1
II THE COMMUNITY COLLEGE--ITS DEVELOPMENT AND STATUS .....	3
Historical Development of the Community College	
Nature of the Community College	
Conclusions	
III STATE CONTROL OF THE ORGANIZATION, LOCATION, AND FINANCING OF COMMUNITY COLLEGES .....	11
Locally-controlled Community Colleges	
State-controlled Community Colleges	
Conclusions	
IV LOCAL PLANNING FOR SELECTION OF THE SITE FOR THE COMMUNITY COLLEGE .....	37
Population	
Economy and Finance	
Land Use	
Transportation	
Housing	
Community Facilities	
Selection of the Site	
Conclusions	
APPENDIX .....	49
BIBLIOGRAPHY .....	50

## ABSTRACT

The community college is taking on new importance in many states as a means of expanding higher education facilities. As new colleges are planned, they should be located to the best advantage of the college, the state, and the community.

The purpose of this study is: to investigate the methods of organization, location, and finance of community colleges in various states; to investigate the local planning problems related to site selection; and to outline studies designed to aid a community in the selection of a site for the community college.

Research for this study included extensive readings in the community college and general education field, interviews with community college administrators, and land-use surveys of the areas surrounding several community colleges in Florida and Georgia.

As the study progressed, it became evident that more needs to be done in many states on both the state and local levels to encourage better planning for the location of the new community colleges. In many states, the entire higher education system could be strengthened by a thorough, continuous planning program carried on by the state to guide and coordinate the establishment of new colleges.

However, the greatest weakness in the planning for community colleges occurs at the local level. In many cases the location of community colleges has been left to the influence of local political or commercial interests.

The site selection should be based on good planning procedure which takes into consideration the growth and development of the community as well as the needs of the college. The latter part of this study presents suggested studies which may be used by the local group in selecting the community college site. These studies include investigations of the local economy, population, land use, transportation, housing, and community facilities.

## CHAPTER I

### INTRODUCTION

The community college is a uniquely American education institution which has developed during the past 50 years. It is a post-high school institution which offers the 13th and 14th years of education, and may also provide special adult courses and other services to meet the needs of the community in which it is located. Its curriculum usually includes: (1) a program of general education which parallels the first and second years of a four-year institution; (2) a terminal program which includes courses of a technical and vocational nature; and (3) an adult education program.

The community college may be either public or private, but this study is concerned only with the public two-year community college whose curricula is designed to serve the community in which it is located. These institutions are found in most states, where they are often called "junior colleges," "technical institutes," or "extension centers," as well as "community colleges."

The community college is taking on new importance in the American educational system. It is being used by many states as a means of expanding higher education facilities to meet the demands of increased population.

It is also gaining importance in the training of semi-professional and skilled technicians for business and industry. Furthermore, the community college is helping people to become better informed citizens and to make more satisfactory use of their leisure time.

Community colleges will increase in number and in enrollment in the years to come. As new colleges are planned, they should be located to the best advantage of the college, the state, and the community.

The purpose of this study is: to investigate the methods of organization, location, and finance of community colleges in various states; to investigate the local planning problems related to site selection; and to outline studies designed to aid a community in the selection of a site for the community college.

The study is set forth in four chapters. Chapter I is an introduction to the study. Chapter II contains a discussion of the history, role, and importance of the community college in American education. Chapter III includes an investigation of state planning for the organization, location, and finance of community colleges. Chapter IV contains a discussion of the problems related to the selection of the community college site and includes a set of recommended studies to aid in site selection.



## CHAPTER II

### THE COMMUNITY COLLEGE--ITS DEVELOPMENT AND STATUS

The predicted population increase for this nation challenges the American education system to provide, in accordance with the ideal of equal opportunity for all, the best education possible at the lowest cost to the great number who are expected to seek higher education. The U. S. Office of Education in 1959 estimated that, in the next decade, college enrollments will be increased by 2,400,000. This increase will nearly double the present enrollment of 3,250,000 in institutions of higher learning. To meet the challenge, each state must expand its higher education facilities and adapt its program to meet the needs of a rapidly growing society.

One of the most timely and practical methods proposed to meet the increased needs is a program of planned expansion of higher education facilities, which includes the establishment of new community colleges. Many states have taken the first step to formulate a program by providing for a survey to determine what the educational needs are, and how they may be met. For example, during the year July 1, 1957, to June 30, 1958, fourteen states authorized new or continuing studies for expanded programs for higher education. The legislation which authorized six of these surveys specified that consideration should be given to the community college.<sup>1</sup>

## Historical Development of the Community College

The term "community college" has come into wide use during the last fifteen years as a new title for the public community-oriented "junior college." At its annual meeting in 1948, the American Association of Junior Colleges resolved that careful consideration be given to the elimination of the word "junior" from "junior college" and the substitution of "community."<sup>2</sup>

Although the community college is a product of the 20th century, it has developed as part of a long process of the democratization of American education. Free public education through high school is now available to the citizens of all states. In California and Mississippi, the 13th and 14th years of education are provided by free public community colleges. Other states are providing such education at very low cost to the student. Indications are that this trend to extend the opportunities for higher education to all who can profit from it will continue to spread throughout the nation.

## Forces Important to the Development of the Community College

Three forces which contributed to the democratization of all American education have been important to the development of the community college. The first was the public demand for equalization and extension of opportunities for higher education. For 200 years after the founding of Harvard College in 1663, the development of American higher education was dominated by the churches, and higher education was available

only to a select few. By the early 1800's, people were becoming dissatisfied with the limited type of education offered by the institutions of higher learning. The need for some means of popular education led to the development of the lyceums, which were the forerunners of present-day adult education. The establishment of state universities and the passage of the Morrill "land grant" Act in 1862 provided official governmental sanction for the reform of higher education and for the acceptance of higher education as a public responsibility.

Second, the great scientific and industrial achievements of the late 1800's and early 1900's created a need for workers with technical training. The plight of the farmer gave rise to agricultural experimentation and education. Many of the present community colleges in Iowa, Oklahoma, Georgia, Texas, and Mississippi had their start as agricultural and mechanical schools established during the early 20th century. The need for technical and vocational training is greater today than ever before.

The third and most recent force is the post-war population surge. The World War II veterans returning to college, the natural increase in the college-age population, and the increased percentage of high school graduates who are seeking higher education have caused existing facilities to be overcrowded requiring that additional facilities be provided. According to a foremost writer in the educational field, Dr. James B. Conant, "Those institutions which are now coming to be called 'community colleges' offer the best hope of meeting the post war surge for vast expansion of education beyond the high school."<sup>3</sup>

## Community College Growth

The greatest growth of community colleges has occurred in the public institutions in the past 15 years.

In the school year 1921-1922, there were 201 community colleges (then called "junior colleges"); one-third of these were public, with 50 per cent of the total community college enrollment. By the 1958-1959 school year, there were 677 community colleges; 400 of these were public and 277 were private or church related. The public community colleges had 88.8 per cent of the 905,067 total community college enrollment.<sup>4</sup>

In studies conducted in California<sup>5</sup> and Florida,<sup>6</sup> it was estimated that of all students enrolled in institutions of higher learning in those states in 1970, 41.3 per cent and 31 per cent, respectively, will be in community colleges.

By all indications, community colleges will continue to grow.

## Nature of the Community College

The following statement, included in a report of the President's Committee on Education Beyond the High School, gives an insight into the nature of the community college:

The expansion of the "two-year college" has been one of the most notable developments in post-high school education in twentieth-century America . . . . These (institutions) respond to the increasing demand for a greater variety of more accessible training and education, while at the same time helping other colleges and the universities to concentrate

a greater proportion of their energies than would otherwise be possible on upper division, graduate, and professional work . . . . Community colleges are not designed, however, merely to relieve enrollment pressures on senior institutions. They have a role and an integrity of their own.<sup>7</sup>

Community colleges vary greatly from one to another, because each college serves the specific needs of its own community. Their development has also been different in each state.

The public community college is found in three basic forms--the locally controlled and supported community college, the state-controlled and supported community college, and the extension center of a four-year state college or university. The administration and control of these types of community colleges will be discussed later.

The nature of each community college is determined by the type of students it serves and by the types of courses and community services it provides.

#### Characteristics of the Students

The characteristics of the students who attend a community college give an insight into the nature of the college. The students come from many different backgrounds and have a wide range of abilities and interests. Income group. --The community college with low tuition and with courses designed for local students draws heavily from lower income groups, according to a recent study of students attending San Jose City College.<sup>8</sup> In this study it was found that three-fourths of the San Jose City College students came from the "lower white-collar" and the "blue-collar" families of the San Jose community.

Local residence. --Most community college students live in the vicinity of the college and commute to the campus daily. In California it was found that 85 to 95 per cent of the students attending community colleges were drawn from an area within 20 miles of the college. A study in Maryland showed that 96.4 per cent of the students attending two-year colleges lived in the county in which the institution was located or in an adjoining county.<sup>9</sup>

Academic ability. --The academic abilities of community college students cover a wide range, but studies have shown that the average level of ability is somewhat below that of students entering four-year colleges.<sup>10</sup> However, there is evidence that community college students who transfer to a four-year college or university do as well as those students who received the first two years instruction in the four-year college or university.

Age. --The age-range of the students is illustrated in a study of ten representative community colleges in the United States, with a total enrollment of 13,304 students. Fifty-three per cent of the students in the sample were between 16 and 22 years old; 47 per cent were 23 years or older. Sixteen per cent of the total were 30 years or older.<sup>11</sup>

Marital status. --Another study of six community colleges indicated that 23 per cent of the 8,000 students were married.<sup>12</sup> The figure for married students in all colleges is 22 per cent.<sup>13</sup> In the same study, the percentage of students married ranged from 11 per cent in a junior college in a rural area to 31 per cent in a community college in a suburban area.

## Courses and Services of the Community College

The community college usually offers university transfer courses, terminal education, adult education, and community services.

University transfer courses. --The community college offers a program which parallels the first two years offered in most four-year degree-granting institutions for those students who plan to transfer. The transfer program is emphasized in most university extension centers and in many state-controlled community colleges.

Terminal education program. --Community colleges also provide terminal programs for those students who do not plan to complete a four-year degree program. The terminal program may provide two years of general education, semi-professional education, or vocational training. Such programs serve many young people whose interests and abilities are not suited to the four-year college curriculum. The terminal education program is usually very limited in university extension centers.

Adult education program. --A program of adult education has become characteristic of many community colleges. Such a program usually includes both credit and non-credit courses. These courses are frequently offered at night. Through such a program, the college often becomes a community center, providing educational opportunities for adults who are not working for a degree.

Community services. --The community college may offer short courses, workshops, conferences, forums, and other group activities which

encourage the people of the community to work together to solve common problems. The college may also provide special facilities for public use, such as a little theatre, planetarium, auditorium, laboratories, library, or museum, in addition to the usual classroom facilities.

Educational television sponsored by community colleges may also become an important means of providing community service. Since 1956, Chicago City Junior College has televised a program of college courses which could be taken for credit. Over a six-quarter period, 7,572 students of this community college were taking televised courses for credit.<sup>14</sup>

### Conclusions

Community colleges will continue to increase in number and enrollment as the states attempt to meet the demands for higher education. The character of each community college will be shaped by the educational needs of the community in which it is located and the special services which it makes available to the community. The flexible nature of the community college must be considered in planning for its location.



## CHAPTER II I

### STATE CONTROL OF THE ORGANIZATION, LOCATION AND FINANCING OF COMMUNITY COLLEGES

Throughout this country states have the power and responsibility to grant charters to schools and colleges. Federal, state, and local governments grant tax relief to these non-profit institutions to encourage their work. In addition, governments provide financial support for the establishment and operation of public schools and colleges.

In many instances, states have chartered institutions of higher learning without sufficient consideration of the impact of their location and purpose on one another. Many colleges have been located by political means without planning for the proper distribution of the institutions in relation to the needs of the people. Many new community colleges will be established throughout the United States; if maximum value is to be obtained from them, their location within the states must be carefully planned.

The purpose of this chapter is to investigate the organization, location and financing of community colleges in various states and to indicate what should be done as the number and importance of community colleges increase.

Once the state has determined that it will use a system of two-year colleges as a means of expanding higher education facilities, it must determine whether the colleges will be local institutions, governed by a local board with state supervision, or will be state colleges, fully controlled by the state. Some states have both types.

The decision as to which type of control will be used in a given state is based on the following considerations: (1) whether the state considers the provision of the 13th and 14th years of education to all citizens a public responsibility; (2) whether the community college system will be a major or a minor part of the overall expansion of the state's higher education facilities; (3) whether, and to what extent, the state should participate in the establishment and operation of the community colleges; and (4) the existing educational system in the state and its history.

Whether the system of community colleges is to be under state or local control, the state has the responsibility of making provision for organization, location, and finance.

### Locally-Controlled Community Colleges

In 1959, forty states in the United States had public two-year colleges. Approximately 70 per cent of these were locally-controlled community colleges, governed by a school district, a city or county, or a separate community college board.<sup>15</sup> Indications are that locally-controlled community colleges will increase in number in most states.

Enabling legislation permitting local jurisdictions to establish local

two-year colleges and to provide for their support from local taxes has been enacted recently by Oregon, Wyoming, North Carolina, Florida and Georgia. Study commissions have recommended expanded use of locally-controlled community colleges in Michigan, Illinois, Minnesota, New York, California and Washington.<sup>16</sup> Locally-controlled community colleges have been established at an accelerated pace in many states, including Illinois, California, Florida and New York.

In most states where locally-controlled community colleges are found, the state legislation has authorized some state agency to supervise their organization, location and finance. Regardless of how much autonomy the local college may be granted, the state must exercise some supervision of its affairs.

### Organization

For each locally-controlled community college a community college district is formed. This district is governed by a local board which is responsible for the administration, curriculum, and budget of the community college. The local board is in turn responsible to a state supervising agency. While each state develops the type as well as the limitation of state supervision in a different manner, there are three alternative administrative agencies which may be used to supervise the operation of community colleges: (1) a state board of higher education, which is responsible for all public colleges and universities; (2) the state department of education or public instruction which is responsible for all public

elementary and secondary education, or (3) a separate agency solely responsible for community colleges.

State board of higher education. --In Georgia, North Carolina, and New York, the locally-controlled community college system is organized under a board of higher education. This agency, called a Board of Regents' in these states, is authorized to coordinate and supervise the establishment, location, and operation of locally-controlled colleges. Under this type of organization, the state provides that local control will be exercised by a local governing board. For example, in North Carolina, where a district is comprised of one county, there is a local board of "trustees" consisting of 12 members, of which two are appointed by the governing board of the municipality in which the community college is situated, two are appointed by the board of commissioners of the county of location, two are members of the board of education of the municipality in which the college is wholly or partially located, two are members of the county board of education, and four are appointed by the governor.

The advantages of organization under the board for higher education are that the community college curriculum and services can be directly coordinated with those of the other units of the university system in the state, and high standards for transfer courses can be maintained. The major disadvantage is that the community college may become too much like the four-year college or university and too much emphasis may be placed on transfer courses.

State department of education. --The state department of education is most commonly designated as the state agency responsible for supervising the administration and establishment of locally-controlled community colleges. Under this type of organization, the community college fits into the existing public school district organization and is governed locally by the public school board of the district in which it is located or by a separately organized local community college board. Locally-controlled community colleges are supervised by the state department of education in California, Florida, Minnesota, Texas, Michigan, Illinois, Washington, Oklahoma, Iowa, Massachusetts and Oregon.

The major advantages of this organizational pattern are that the college can be established within existing administrative machinery and maintain close identity with the local area. The main criticisms of this type of organization are that sometimes the community colleges tend to become too much like the local high schools, and there may be too much emphasis on terminal education.

Separate agency. --A separate "junior college commission" is the state supervisory agency for the locally-controlled community college system in Mississippi. The commission is composed of the state superintendent of education, the chancellor of the University of Mississippi, the presidents of two state colleges, and the presidents of three community colleges (called junior colleges in Mississippi). The Commission is responsible for determining where and under what conditions community colleges may be established, operational standards, and other regulations and policies.

Local control is in the hands of a board of trustees representing the several counties which may contribute to its financial support.

Legislation in Wyoming in 1959 also placed its locally-controlled community colleges under a separate board, entirely independent of the state department of education. A separate board has been recommended for Arizona.<sup>17</sup>

The main advantage of organizing the community colleges under a separate agency is that it allows special attention to be focused on the goals and functions of a community college as a type of institution apart from the high school and the four-year college. Under this type of organization, community colleges can be independent of other levels of education in the state. The criticism of this type of organization is that the addition of a separate agency may complicate the task of coordinating all levels of education in the state. In addition, a separate community college agency may not be politically practical in some states.

Responsibilities of the state supervising agency. --The state supervising agency normally has three functions. The first is to develop a state-wide program of two-year colleges which will be well coordinated with the elementary, secondary, and other higher education programs of the state. The second function is to develop and administer policies and regulations which will govern the establishment of community college districts and the operation of community colleges. Where there is state aid, the third function is to review the proposed budgets of individual colleges, to develop

a budget for state aid to the state-wide system of community colleges, and to request the necessary appropriations.

#### Location--Community College Districts

Two policies have been used by state supervising agencies in the establishment of community college districts. The first relies on local initiative to form a district with the approval of the state agency. The second designates a state agency to plan the location of the districts and to assist in their establishment.

The boundaries of the districts may be coterminous with those of one or more existing public school districts or political subdivisions, or may cut across the boundaries of existing districts and political subdivisions. Both types of districts are permitted in some states, but the most common form is the coterminous district.

Permissive formation of community college districts. --In many states, legislation provides that a local community must take the initiative to form a community college district by requesting permission to establish a college. It is then the responsibility of the state supervising agency to approve or disapprove the request. In most states using this permissive approach, the state agency is guided in its decisions by criteria based on population, assessed valuation, and boundaries of the proposed district. The criteria may also take into account the educational needs of the district. The criteria may also take into account the educational needs of

the district, existing facilities, and public interest. The supervising agency may make a survey of the proposed district to determine whether it meets the criteria.

The permissive approach has been used with good results in California, New York, and Texas. The main advantage of this approach is that community colleges will be placed only in communities in which they are wanted by the local citizens. However, there is no assurance that the colleges will be located where they are needed most, nor that every area in the state will be included in a community college district. In those states in which minimum assessed valuation is a criterion, many of the poorer communities may be disqualified from establishing community colleges.

State-directed formation of community college districts. --In some states, legislation provides that the state agency shall take the initiative to establish community college districts and select the community in which the colleges should be established.

The state-directed approach to locally-controlled community college location is useful when rapid and complete coverage of the state is desired. It has been used with good results in Mississippi and Florida. A state-directed program of locally-controlled colleges has also been started in North Carolina.

When the state-directed approach is used, the state agency first makes a study of the population, present and anticipated, economy, and



the need for workers with special skills. It then divides the entire state into tentative community college districts, using a set of criteria based on population, local interest, financial ability, commuting distance, and location of other colleges. The criteria usually include the following:

#### Population

The center of population should be large enough to provide an enrollment adequate to justify the maintenance of a community college. A desirable minimum is 200 full-time day students. (Potential enrollment of day students may be estimated on a basis of one community college student for every three students enrolled in high school grades ten through twelve. This formula is based on the assumption that tuition will be free.)<sup>18</sup>

#### Local Interest

The people of the district should have an interest in higher education and a desire to support and patronize the community college. Some states require approval of the voters of the district before establishing a college.

#### Financial Ability

The financial resources of the proposed college district should be sufficient to assure adequate support. The share of local support varies from one state to another and may vary from one district to another within a state, according to financial ability. The policy as to the ratio of local to state support must be developed by each state.

#### Commuting Distance

When a community college district made up of more than one existing public school district is considered, the travel radius for students commuting to the college should not exceed 30 miles. (The radius requirement varies from 20 to 30 miles in various states.)

#### Location of Other Colleges

A community college should not be established in a center of population already served by either a private college or a state institution of higher learning unless the existing facilities cannot provide low-cost education of the kind that the community college will provide or the

potential enrollment of the area is sufficient to support a community college in addition to the existing institutions.

After the districts are formed, the community in which the college will be located is selected on the basis of central location within the district and population concentration.

The advantages of state-directed formation of locally-controlled community college districts are as follows: (1) It assures the most rapid and complete coverage of the state. (2) It prevents duplication of educational services and insures that the colleges will be located only where they will have a reasonable chance of success. (3) It is a positive approach which meets the educational needs of the state before they become acute. (4) It allows the state to coordinate the plans for state economic development with plans for the expansion of higher education.

An interesting state-directed program for the location of locally-controlled community colleges was begun in Florida in 1955. The following discussion is presented as an example of the planning procedures used.<sup>19</sup>

In 1955 the Florida legislature created the Community College Council and directed it to "formulate a long-range plan for the establishment and coordination of community colleges." The Council determined at the outset that community college districts in the state would be coterminous with the county in which the college was located, and that the governing board would be the county public school board. (Even though the college is governed by the school board of one county, the college may have a "service area" which includes more than one county.) The Community College

Council used the following procedure to determine in which counties community colleges should be established.

The first step was to study the population, the economy, and the educational needs of each county. This study was based on existing statistical data.

The Council then adopted criteria based on potential enrollment and travel radius. The criteria were applied to each county, and the state was divided into 31 tentative community college "service areas." The service areas were tentatively designated as follows: 26 counties met the enrollment criterion of a minimum of 200 potential full-time day students. Fourteen of these counties were designated as "single-county" service areas, and the other 12 were combined with one or more adjacent counties which did not have the required potential enrollment, but which did fall within a 30-mile radius of the population center. Five additional service areas were created by combining several counties, no one of which alone had 200 potential students. (In four of the 31 tentative service areas, community colleges were already in operation.)

A survey was then made in 14 service areas in which the need for and the interest in a community college were most apparent. The survey was designed to determine the feasibility of the tentative service area boundaries, to determine the level of public interest, and to investigate the local resources including personnel, potential sites, buildings for temporary use, and financial resources available for use in the establishment of a community college.

The Council then designated the final service area boundaries, and gave each service area a priority rating for community college establishment. In the first priority service areas, the community in which the college would be located was selected on the basis of its central location, population concentration, and local interest. The county in which the community was located became the community college district.

The Community College Council then authorized the county school board and the county superintendent of education to make preparations for the establishment of a college. The actual establishment required the approval of the State Board of Education. (This board is responsible for all levels of public education in Florida.) Throughout the period of local study, the Council provided consultant help.

In 1956, five community colleges (4 white, 1 Negro) served four areas of the state. By 1960, twenty-four community colleges (14 white, 10 Negro) served 14 areas. The 24 community colleges now serve 58 per cent of the state's population, according to 1960 Census figures. By 1970 there will be community colleges available for 57,000 students, if the plan of the Florida State Board of Education is carried out.

## Finance

Sources of support for locally-controlled community colleges vary widely, but the principal sources of funds are state aid, local taxes, and tuition. In states where financial support has come only from local sources, the development of the community college has been slow and

difficult. There is increasing pressure for states to provide substantial aid to locally-controlled community colleges for both operating expenses and capital outlays on a systematic basis, taking into account the financial ability of the community to support a college. While most states provide aid for current operations, few provide assistance for capital outlays.

Operating funds. --Nationally, more than 50 per cent of operating income for locally-controlled community colleges comes from local taxes, about 25 per cent from state aid, and about 10 per cent from student tuition and charges. The remainder comes from miscellaneous sources.<sup>20</sup> The state legislative body provides for the manner of financing the locally-controlled community colleges in each state.

The ability to tax, and the limit to which communities may levy taxes for public education and other public purposes are determined by the state legislature or state constitution. The community college governing board must set the local property tax within the established legal limit. However, in some states, the limit may be increased by a vote of the freeholders of the district. State enabling legislation stipulates whether the funds for local support may come from the general school district levy or from a special community college tax.

In some states, communities which do not maintain a college are authorized to levy taxes to pay the costs for their students to attend a community college in another district of the state. In California, for example, each county is required by law to levy a community college tax

sufficient to pay for the cost of instruction and the use of facilities for all students of the county who wish to attend a community college. Thus, an area which does not maintain a community college is nevertheless subject to a tax for community college purposes, to be paid to the district in which student from this area attend a community college.

State aid to locally-controlled community colleges may be based on: (1) a flat rate per full-time day student, as in Illinois, where the rate is \$230 per student; (2) a percentage of operating costs, as in New York, where the state provides one-third; or (3) a complicated equalization program, as in Florida, California, and Washington. For example, the Minimum Foundation Program used in Florida is based on average daily attendance and provides for student personnel services, administration and special instructor services, and transportation. The community is required to contribute an amount not to exceed one-half of this minimum foundation, the exact amount depending on the financial ability of the community. (The local contribution in the state varies from five to fifty per cent.) The state provides the difference between the local contribution and the minimum required operating budget.

Not all states provide financial aid; for example, South Carolina law forbids direct state financial aid to local community colleges. In some of the middlewestern states, including Missouri, Oklahoma, Kansas, and Nebraska, state aid is negligible or nonexistent.<sup>21</sup>

Tuition and fees for locally-controlled community colleges are regulated by each state in one of the following ways: (1) the state may prohibit a charge of tuition for resident students, as in California; (2) the state may set a minimum or maximum limit on tuition charges. In Georgia, the maximum fees charged in locally-controlled community colleges may not exceed those of the state university. In Texas, the state requires a minimum tuition fee of \$100; (3) the state may require that income from tuition cover a specified percentage of the operating costs. In New York state, one-third of the operating costs must be paid by tuition charges; (4) the state may make no requirement regarding tuition charges, as in Oklahoma, where tuition in locally-controlled community colleges ranges from \$120 to \$180 per year.

Community colleges, to be most effective, should be tuition-free. Unless tuition is free, or the charges are very low, the colleges can be located only in districts in which there is an adequate number of potential students who can afford to attend.

Capital funds. --Only a few states, notably New York, Florida, North Carolina and Washington, provide substantial state aid to the community for the construction of the school plant and other capital outlays. Where state aid is not available for capital improvements, local communities are permitted to issue bonds to provide the site, buildings and equipment for the colleges. The authority and manner of issuing bonds are determined by the state legislature.

In Florida, a special appropriation is made by the state to plan, build, and equip the buildings required for a community college. The appropriation is based on a minimum amount of square footage per student at a specified cost per square foot.

### State-Controlled Community Colleges

In a few states community colleges are fully controlled and supported by the state. They are often found in the same states which have locally-controlled community colleges also. The term "state-controlled community colleges" includes both the independent two-year colleges operated as units of a university system and the extension centers operated as branches or divisions of a state university. Since many factors concerning the organization, location, and finance of these two types of state-controlled colleges differ, it is necessary to make a distinction between the two types in the following discussion. They will be referred to in the remainder of this chapter as independent two-year state colleges and university extension centers.

Independent two-year state colleges are found in eleven states, but are most numerous in Utah, Georgia, Oklahoma, and New York. Utah has no other type of two-year institution; but in Oregon, Oklahoma, North Dakota, Texas, Georgia, Michigan, North Carolina, Maryland, New York, and Connecticut, the independent two-year state college is found in combination with locally-controlled community colleges.<sup>22</sup>



University extension centers are particularly numerous and well-developed in Wisconsin, Pennsylvania, and Indiana. They are found in smaller numbers in many other states.<sup>23</sup>

### Organization

All state-controlled community colleges are operated under a state board of higher education, but the organization under this board is slightly different for the independent two-year state colleges and the university extension centers.

The independent two-year state colleges may operate as units of a university system, under the direct supervision and control of the state board of higher education. This board is responsible for the financing, curriculum, personnel, standards, and location of each independent two-year state college.

The university extension centers are administered as divisions or branches of the state universities, which are in turn maybe administered by a state board of higher education. The university exercises control and supervision of the financing, curricula, personnel, standards, and location of the extension centers. In most cases, the location of new extension centers is determined by the university subject to the approval of the board of higher education.

### Location Policies

The same two approaches that are used in locating the locally-controlled community colleges are used in locating state-controlled community

colleges. Initiative may be taken either by the community or by the state, as provided in state legislation.

Special legislative attention has been given within the last five years to the establishment of state-controlled community colleges. The attention has been focused primarily on the independent two-year state colleges rather than the university extension centers. In most states, except Indiana, Pennsylvania, and Wisconsin, the extension centers are considered temporary in nature, and the requirements for their establishment are usually less demanding. Classes are often conducted in existing public school buildings or other shared facilities. The independent two-year state community colleges are considered more permanent in nature and are usually required to have their own campus and buildings.

University extension centers. --Most states have no detailed procedures for locating university extension centers. What policies they have are based on educational need and the willingness of the community to provide the necessary buildings and facilities.

For example, in Wisconsin, the local community must present evidence to the University of the need for an extension center and show that it is willing to provide the buildings and maintenance. In Pennsylvania the local community, subject to the approval of the University, must provide an adequate site, construct or otherwise provide the required physical plant, and make any major repairs that may be required if existing structures are utilized.<sup>24</sup> In Georgia, the community must demonstrate local

interest, willingness to provide adequate buildings and other facilities for instruction, and present evidence that the required potential enrollment exists, in addition to giving evidence of need of the services of the extension center. The community must also have qualified instructors available.

It is the goal of Indiana University to locate extension centers in all communities of the state in which there is no other college within 25 miles.<sup>25</sup>

Independent two-year state colleges. --In Massachusetts and Rhode Island, legislative studies have recommended that a number of independent two-year state community colleges be established. In Massachusetts, plans have been made to serve community needs through a state-directed program for the location of independent two-year state community colleges (in Massachusetts "regional" community colleges), which will be fully state supported and operated. The Massachusetts Board of Regional Community Colleges, created in 1958, has employed an executive director, has sought the advice of an outside consultant, and has set up an organization and procedures for determining priorities for location of the colleges. The first of these regional community colleges has been organized.

Six of the seven independent two-year colleges in Oklahoma are located in rural areas. Five of them were originally established as agricultural and mechanical schools. No new state-controlled community college has been established in the state in recent years, and there are no present plans to establish any new ones.

One of the states which has recently added new independent two-year state colleges to its university system is Georgia. The planning process used in this state will be discussed as an example of location planning under permissive legislation.

Georgia has recently added three community colleges to its state-controlled system. Two of these were formerly locally-controlled community colleges, operated by the municipalities of Augusta and Savannah. The other is a new independent two-year state college established in Columbus, where there was previously an extension center of the University of Georgia. Ironically, it appears that the impetus for the addition of these three colleges to the state system was the enactment in 1958 of permissive legislation authorizing locally-controlled community colleges, as explained below.<sup>26</sup> The procedures that are now used in Georgia to locate new state-controlled community colleges are the same as those developed to process the applications for the establishment of new locally-controlled community colleges.

Prior to the legislative act of 1958, no new community colleges had been established for many years. Most of those that were in existence had been established as agricultural and mechanical schools, as a result of the Morrill Act. The state had originally planned to establish an "A and M" school in each congressional district, located within the district on a bid basis. Under this system, the community in each district which provided the best site and the largest sum of money was granted permission

to establish the school. At the time these schools were located, there was no coordinated university system in Georgia. Some of the schools were subsequently discontinued; others became units of the University System of Georgia as state-controlled community colleges when the Board of Regents took control in 1932.

No new state community colleges were added until 1958. In that year, as a result of several legislative studies indicating a need for more community colleges to serve the state,<sup>27</sup> legislation was passed which permitted political subdivisions of the state to establish and operate community colleges, with approval of the Board of Regents, and provided for state aid for the operation of these locally controlled community colleges. Following the enactment of this legislation, the Board of Regents authorized a study of the state to determine where the needs for establishing community colleges were most pressing. The Committee on Education, which conducted the study, reported that Columbus, Savannah, and Augusta were the three areas in most urgent need of a college. This recommendation is difficult to understand, since local colleges were operating at this time in Augusta and Savannah, and a strong university extension center was operating in Columbus.

As a result of the report of the study committee, the Board of Regents developed policies and criteria to be used in processing applications for the establishment of locally-controlled community colleges, and decided to use the same criteria to establish new independent state community

colleges. As the plan now works, any political subdivision which desires to establish a community college must submit an application to the Board of Regents for approval. In making its application, the community must stipulate whether it desires the college to be operated locally with state aid or by the state as a unit of the University System.

Upon receipt of an application, the Board of Regents approves or disapproves the petition, using the following criteria as a guide:

#### Local Interest

There must be evidence of community interest and support for the establishment of a new community college or support of an existing one.

#### Other Institutions

The community college must not detract from other institutions of higher education, either public or private.

#### Potential Enrollment

Evidence must be given that potential enrollment within a 30 mile radius of the college will be at least 200 full-time day students at the beginning of the first year, 300 at the beginning of the second year, and 350 at the beginning of the third year of operation.

#### Financial Ability

Political subdivisions must demonstrate adequate bonding and/or taxing ability to satisfactorily discharge their financial obligations without undue hardship.

#### Physical Plant

Within a period of two years after the establishment of the college under these criteria, the community must provide adequate permanent buildings and other facilities for a minimum of 400 full-time day students. The school plant must meet with approval of the Board of Regents.

### Cooperative Attitude

The community must demonstrate its willingness to comply with the operating policies of the Board of Regents.

These criteria apply to colleges which are already in operation as well as to those proposed. In addition, the Board of Regents checks any requests for the establishment of new community colleges with a population distribution map on which is shown also the location of existing institutions.

### Finance

The major sources of financial support for all state-controlled community colleges are local donations, student tuition, and state appropriations. In most states local donations in the form of sites, buildings, and maintenance are required of the community in which the college is located.

Tuition. -- Tuition fees are charged in all existing state-controlled community colleges and, in most states, provide the greatest proportion of the community college income. The board of higher education (or the state university, for extension centers) established regulations for tuition charges. The authority either: (1) sets up a uniform fee for all state-controlled community colleges, as in Oklahoma where tuition in 1959 was \$104 a year; (2) sets up a minimum or maximum fee within which each college may determine its own tuition (with approval of the state supervising agency), as in Georgia, where community college fees cannot exceed

those of the state university; or (3) provides that the tuition must be sufficient to pay a percentage of the operating cost, as in Wisconsin, where tuition must pay one-third of the cost of instruction.

In some university extension centers, the tuition is higher than at the university itself. However, at most independent two-year state colleges, tuition is lower than at the state universities.

If community colleges are to fulfill their purpose of serving all citizens of the state equally, tuition should be free or very low. The tendency for tuition fees to be high in some state-controlled community colleges has the effect of limiting the enrollment, and therefore indirectly restricts the location of community colleges to areas where the potential enrollment can afford the high cost.

State financing. --The portion of the operating expenses not covered by student tuition fees is provided by state legislative appropriations. These appropriations are usually made in lump sums to the state board of higher education for allocation to the individual community colleges according to their needs and functions. Allocations for the operation of the university extension centers are included in those made to the state university, and the funds are administered through the university.

Financing community colleges by state funds allows flexibility in the location of new colleges, particularly if the state financing includes provisions for capital outlay to purchase the original campus site and construct buildings.



## Conclusions

Community colleges are established either as locally-controlled colleges or as state-controlled colleges. Under either type of control, it is important that thorough, continuous planning be carried on by the state to guide the establishment of new institutions.

The organization of the community college system in a given state should be designed to operate within the existing educational structure of that state. Locally-controlled community colleges may be subject to the supervision of a state department of education, a state board for higher education, or an independent community college agency. All existing state-controlled community colleges are organized under a state board for higher education. If a state has both state-controlled and locally-controlled community colleges, they should be supervised by a single state agency rather than by two separate agencies, to insure most efficient operation and coordination.

Community college legislation provides for two approaches to location, whether the colleges are state-controlled or locally controlled. The permissive approach relies on local initiative to establish a college with the approval of the designated state agency. This approach is most suitable in a state where there are a large number of existing higher education institutions, both public and private, serving much of the state, and where there is no need for rapid development of a system of community colleges. The permissive approach has been employed in several states

to fill in gaps between the service areas of existing institutions. In the state-directed approach, the state agency plans the location and assists in the establishment of community colleges. The establishment of community colleges through a state-directed approach has been found to be most effective when rapid and complete coverage of the state is desired.

The method by which the community colleges are financed is an important factor in the location of the colleges. Regardless of whether the system is to be locally controlled or state controlled, the state must provide adequate aid for both operation and capital outlay. In the financing of the locally-controlled community colleges, state aid for operating expenses should be provided to each community college district according to its ability to share in the financial support of the college. State financing of capital outlays should be provided according to the ability of the community to provide funds for the construction of the college plants, whether the colleges are locally-controlled or state-controlled.

State financial aid is essential if the colleges are to be located where they are needed.

## CHAPTER IV

### LOCAL PLANNING FOR SELECTION OF THE SITE FOR THE COMMUNITY COLLEGE

The site selection for the community college should be the result of an objective planning process carried out by the community to insure that the site selected meets the needs of the college and is in keeping with the plans for community development. Regardless of whether the colleges are state controlled or locally controlled, the same method of local planning can be used to select the college site.

The site-selection process can be conducted in three steps. The first step is to make an inventory of available sites which have good potential for use as a community college campus. The second step is to conduct a series of local studies which can be used to evaluate the potential sites and to uncover other sites which might be more suitable or desirable. The final step is to select the site which, in the judgment of those responsible, will be best for both the college and the community.

The purpose of this chapter is to discuss the problems of site selection and to formulate a set of local studies which will be useful to the community in selecting the community college site. The discussion is based on a study of the problems of existing colleges and the effects

these colleges have had on community growth. Information was obtained through interviews with community college presidents, interviews with other local and state education administrators, and through land-use surveys conducted in the vicinity of six selected community colleges.

The discussion and the recommended studies are organized under the classifications of population, economy, land use, transportation, housing, and community facilities.

### Population

The community college can be expected to have at least two effects on the population of the area in which it is located. First, the college will have a stabilizing effect on population movement. The college will encourage young people to remain in their own community after they graduate from high school for further education and subsequent employment. Second, there is a definite trend toward population concentration in the immediate vicinity of the college campus. This effect was very evident in recent residential growth around the newly established college campuses visited.

### Recommended Studies

Population studies should determine where most of the potential students live and work. Since the community college will attract population, each potential site should be evaluated in terms of this question--can additional population be readily accommodated and is increased

population concentration in the area of this site in keeping with the plans for overall community growth?

### Economy and Finance

In many communities the tax structure needs to be revised to adequately provide for the cost of the community college.

The property selected for the community college site will become tax-exempt. However, although the community will lose the tax revenues from this land, the establishment of the college will have a beneficial effect on the overall economy of the community. It will often increase the industrial potential of the area, and will cause an increase in the demand for services, with a corresponding increase in jobs, population, and personal income.

The establishment of a community college can also be expected to have a beneficial effect on land value. It was noted in visits to community colleges that property values in the vicinity of the new college sites had increased markedly. For example, land values in the area of the colleges surveyed increased from 270 per cent in one community to over 4,000 per cent in another, since the establishment of the colleges on their present sites. The increases were greatest where the site was situated on previously vacant land.

### Recommended Studies

The community should undertake a study of its tax structure to determine what financial resources will be available for site acquisition

and site preparation. This study should also investigate the effect of the college on adjacent property values to determine whether the loss of tax revenues from the campus site will be offset by a rise in surrounding property values.

### Land Use

The community college is a public land use which has many of the characteristics of other group developments, such as planned industrial districts, group-housing developments, and shopping centers. The problems related to site selection revolve around the land-use characteristics of the particular college which affect the community and the adjacent property, and the effect of adjacent land-use on the college.

#### The Effect of the Community College on Adjacent Land Uses

The community college has characteristics which may make it an undesirable land use, if it is not properly planned. It is a traffic generator with all appurtenant problems of noise, overflow parking, and congestion. In many instances, it will be operated at night, and unless night lighting is properly designed, it can annoy adjacent residents. In addition to the normal campus activities, many special events will be held on the campus which attract crowds and create noise.

Each college may have specialized facilities which limit its compatibility with adjacent land uses. Such specialized facilities may include industrial uses, television transmission equipment, a public museum,

planetarium, or little theatre, student dormitories, agricultural uses, and recreation facilities.

#### The Effect of Uncontrolled Development of Adjacent Land Use

Each community college visited had experienced problems resulting from the uncontrolled development of adjacent land uses. Three college presidents had taken action at one time or another to encourage or block the development of certain uses of land.

The following problems were experienced by three community colleges visited. Each of these colleges had been established within the last five years.

(1) Cheaply constructed "eating establishments" had sprung up near two of the newly developed campuses visited. Such uses have set the pattern for other commercial uses which may be undesirable adjacent to the college.

(2) A low-cost housing development was to be built adjacent to one of the new campuses, not in keeping with the other land uses in the area, which included a hospital and high quality residential structures. In this community there was no plan for development and no land-use controls.

(3) In two instances, the plans for major highway construction had not been considered in the site selection for the colleges. New highways, which will be located within a few hundred yards of each campus, will limit college expansion and may encourage highway-oriented businesses and industries which will be incompatible with these community colleges.

Problems of uncontrolled development of land adjacent to college campuses are not new. Development around the campuses of many of the colleges and universities established in the early 1800's have made expansion difficult, if not impossible.

The college administrators interviewed stated that residential land use was the most desirable use adjacent to the campus. However, some agreed that certain commercial uses such as shopping centers, motels, and properly designed restaurants would not be "unwelcome" in the vicinity of the campus.

#### Site Size

The site size of existing community colleges has been determined largely by trial and error. The sizes of campuses throughout the country range from 15 to 800 acres. Presently, the trend is toward a minimum of 50 acres.

Each community must determine the acreage needed, according to variables such as the cost of land, the requirements of the particular college for buildings and open space, the topography of potential sites, plans for the future expansion of the college, changing theories and conditions in education which might dictate a specific type of physical plant needed, and potential enrollment of the particular college. It seems wise for a community to purchase as much land as possible in the first transaction. The college administrators interviewed stated that they could hardly have too much land, and had found that the price of adjacent land



rose sharply once the college was established, making the purchase of additional acreage very expensive.

Recommended studies. --In making land-use studies, it is important to keep in mind that the community college is a flexible educational institution, whose role may change over a short period of time. The studies should be designed to determine the size of site needed, the land-use characteristics of the particular community college which might demand a certain location in the community, to investigate the existing land uses, and to determine the kinds of adjacent land uses which would be most compatible with the particular community college. The studies should be used to evaluate potential sites with respect to the present and future land-use plans of the community.

Furthermore, studies should determine the kinds of land-use controls that should be used to guide development.

### Transportation

The community college, like other planned group developments, is a traffic generator. Most community colleges are commuter centers and must be accessible by major thoroughfares from all parts of the service areas. It is essential that the overall community transportation pattern be considered in choosing the site.

Most of the students attending a community college commute daily; some travel as far as 50 miles one way. Some of the students will come

to the campus directly from their homes; others will come from work. Traffic movements to and from the college campus can be expected from early morning until late in the evening. The greatest volumes will likely occur in the evening hours, since the night enrollment of community colleges is usually equal to or greater than the daytime enrollment.

It was found from visits to the campuses that some community colleges are not easily accessible. In order to reach some of the campuses, most of the vehicles must pass through quiet residential neighborhoods or through congested commercial developments.

Plans for state and local transportation routes have seldom been taken into account in the selection of college sites. In two cases, the community selected the college site without considering the impact of proposed highway construction. In the two years since the colleges have occupied their new sites, routes for major highways have been surveyed and will pass within a few hundred yards of the campus.

A typical problem observed in many colleges is that of spillover parking from the campus into surrounding streets. Off-campus parking is a nuisance to surrounding property owners, particularly in residential areas. Since most of the students travel by private automobile, and possibly a few by public school bus, the college must provide adequate space for the parking of these vehicles.

#### Recommended Studies

The purpose of transportation studies is to investigate the effect of

the community college on the community's transportation system and to evaluate potential sites in relation to the existing and future street pattern. The studies should investigate the effect of the college traffic volumes on existing streets. They should include an origin and destination study to determine how students will travel and from what origin--work or home.

### Housing

The term "community college" implies that the students are primarily local residents. Most of them will live at home and commute to the college; however, some community colleges provide housing for students and faculty on campus.

Three of the community colleges visited which did not have dormitories had special housing problems. These problems existed particularly in rural communities with colleges that served a large geographical area. Many students whose home was beyond a reasonable commuting distance chose to move to the community and rent quarters. This problem often occurs in a community college system in its early stages, when some of the colleges are not accredited. Those colleges which have been accredited attract many students from outside the designated college service district, and these students must be housed.

In all communities visited, few, if any, new rooming houses or apartments had been designed and constructed for the housing of community college students, single or married. Housing for faculty members

often presents problems in the less populous communities. Most of the faculty members of the colleges visited lived in rental homes scattered throughout the community. However, attractive rental property is expensive and scarce in small communities. Few faculty members purchase a home for several reasons. Financing a home may be difficult, and the opportunities for resale very limited. Furthermore, an instructor hesitates to purchase a house until he has served on the college faculty long enough to gain tenure.

#### Recommended Studies

The purpose of housing studies is to determine what rental housing is available for faculty members and students, single or married; to determine where these units are located in relation to the potential campus sites, and to determine how much additional rental housing is required and where the required new units might be located.

#### Community Facilities

The community college site must be served by water, sewers, gas, electricity, streets, and other community facilities. The community must be able to serve the college without overtaxing its facilities. Before the site is selected, the college and the community should reach an understanding as to who will provide and maintain facilities required to serve the college.

Certain sites may not be feasible because of prohibitive costs. In determining the feasibility of provision of facilities to a potential site, the

effects of increased population density along the facilities and in the vicinity of the campus must be considered. Any expansion of facilities must be in accordance with the plans for community growth.

### Recommended Studies

Community facilities studies should be made to investigate the facilities available and to determine what additional facilities would be required. They should also investigate the feasibility of serving each potential site.

### Selection of the Site

The conclusions growing out of the local studies should contain recommendations as to which sites are best suited to the needs of the college and the long-range plans for community development. The site selection should be based on these recommendations and the judgment of those responsible for site selection.

### Conclusions

Site selection for a community college should be part of a planning process in the community, because the site selected is as important to the community as it is to the college. The college site will guide the growth and development of the community.

If a college is to be located in a community which has no continuing planning program, the studies recommended for site selection can be the

beginning of a local planning program. If a planning agency is already established in the community, the studies for site selection can be carried out by this agency in cooperation with the local authorities responsible for site selection.

It is important that adequate land-use controls and building regulations be provided to protect the college site from undesirable adjacent development.

Unless sound planning principles are employed in selection of sites for community colleges, they may eventually be faced with the difficult problems that many older colleges and universities are experiencing today.

## APPENDIX

## BIBLIOGRAPHY

## Literature Cited

1. Hollis, Ernest V., Land, William G., and Martorana, S. W., Survey of State Legislation Relating to Higher Education, July 1, 1957, to June 30, 1958, Washington, U. S. Department of Health, Education, and Welfare, Office of Education, U. S. Government Printing Office, 1959.
2. Bogue, Jesse P., "Precis of the Annual Meeting, " The Junior College Journal, Vol. XVIII, May, 1948, p. 541.
3. Conant, James Bryant, Education in a Divided World, Harvard University Press, 1948, pp. 200-201.
4. Junior College Directory, Washington, American Association of Junior Colleges, 1959, pp. 275-302.
5. Gleazer, Edmund J., Jr., "Analysis of Junior College Growth," Junior College Directory, Washington, American Association of Junior Colleges, 1959.
6. Brumbaugh, A. J., and Blee, Myron R., Higher Education and Florida's Future, Recommendations and General Staff Report, Gainesville, University of Florida Press, 1956, Vol. I.
7. The President's Committee on Education Beyond the High School, Second Report to the President, Washington, U. S. Government Printing Office, 1957, p. 374.
8. Clark, Burton R., The Open Door College: A Case Study, The Carnegie Series in American Education, New York, McGraw-Hill Book Company, Inc., 1960.
9. Wattenbarger, James L., "How to Estimate the Potential Enrollment for Your Proposed Junior College Area," Florida's New Community Junior Colleges, Tallahassee, Florida State University, 1957, pp. 10-14.



10. Medsker, Leland L., The Junior College: Progress and Prospect, The Carnegie Series in American Education, New York, McGraw-Hill Book Company, Inc., 1960, p. 30.
11. Ibid., p. 43.
12. Ibid., p. 45.
13. Wise, W. Max, They Come for the Best of Reason--College Students Today, Washington, American Council on Education, 1958, p. 7.
14. Dave Chapman, Inc., Planning for Schools with Television, New York, Educational Facilities Laboratories, Inc., 1960, p. 21.
15. Junior College Directory, op. cit.
16. Medsker, op. cit., p. 308.
17. Ibid., p. 304.
18. Koos, Leonard W., "Essentials of State-Wide Community College Planning," School Review, Vol. LVII, Sept. 1949, pp. 341-52.
19. The Community College Council, op. cit.
20. Medsker, op. cit.
21. Ibid., p. 304.
22. Ibid., p. 43.
23. Junior College Directory, op. cit.
24. Ibid., p. 278.
25. "Junior College Act of 1958," No. 53, H.B. 686, Acts and Resolutions of the General Assembly of the State of Georgia, 1958, p. 228.
26. Strayer, George D., et al., A Report of a Survey of the University System of Georgia, presented to the Board of Regents, Dec. 1949.
27. Ibid., p. 30.

## Other References

1. "Are Graduate Schools Slighting a Major Function?," Carnegie Corporation of New York Quarterly, Vol. VIII, Jan. 1960, pp. 4-7.
2. Barnes, James A., "Campus Planning," Planning 1958, Chicago, American Society of Planning Officials, 1958, pp. 142-148.
3. Blocker, Clyde E., "The Community Center," College and University Business, Jan. 1960.
4. Bogue, Jesse P., The Community College, 1st ed., McGraw-Hill Series in Education, New York, McGraw-Hill Book Company, Inc., 1950.
5. Burns, Norman, "The State Controlled Junior Colleges in Georgia," School Review, Vol. LIII, Dec. 1945, pp. 595-600.
6. Coffman, L. D. et al., Report to the Board of Regents of the University System of Georgia, University System of Georgia, 1932.
7. Conant, James Bryant, The Citadel of Learning, New Haven, Yale University Press, 1956.
8. Deyo, Donald E., "The Most Significant Problems of Junior Colleges in the Field of Legislation," The Junior College Journal, Vol. XXIX, Dec. 1958, pp. 183-185.
9. Eddy, Edward Danforth, Jr., Colleges for Our Land and Time, New York, Harper and Brothers, 1956.
10. Eversley, D. E. C., "Universities and the Large Cities," Town and Country Planning, Vol. XXVIII, March 1960, p. 113.
11. Expansion and Control of Public Junior Colleges in Georgia, The University System of Georgia, May 21, 1955.
12. Glazer, Nathan, "The School as an Instrument in Planning," Journal of the American Institute of Planners, Vol. XXIV, Nov. 1959.
13. Here They Learn, New York, Educational Facilities Laboratories, Inc., 1959.

14. Higher Education for American Democracy: A Report of the President's Commission on Higher Education, New York, Harper and Brothers, 1948.
15. Hillway, Tyrus, The American Two-Year College, Exploration Series in Education, New York, Harper and Brother, 1958.
16. Hodnett, Edward, Industry-College Relations, New York, World Publishing Company, 1959.
17. Initial Report of the Council for the Study of Higher Education in Florida, to the Board of Control of Florida Institutions of Higher Learning, Tallahassee, Florida, 1955.
18. Kelly, Robert Lincoln, The American Colleges and the Social Order, New York, Association of American Colleges, 1940.
19. Koos, Leonard V., "The Junior College and District Organization," School Review, Vol. LIV, Sept. 1946, pp. 389-400.
20. Master Planning the Development of Florida's Community Junior College Campuses, Tallahassee, State Department of Education, 1959.
21. Minutes, Board of Regents of the University System of Georgia, July 1, 1957 to June 30, 1958.
22. Morrison, D. G., and Martorana, S. V., The Two-Year Community College, an Annotated List of Studies and Surveys, Washington, U.S. Department of Health, Education and Welfare, Office of Education, 1958, (bulletin 1958, no. 14).
23. NEA Research Bulletin, National Education Association, Vol. XXXVII, No. 3, Oct. 1959.
24. Peplies, Robert W., Vacant Land in Athens, Georgia: Its Distribution and Causes, Unpublished Master's Thesis, University of Georgia, 1959.
25. Public Education in America, by George Z.F. Berdday and Luigi Volpicelle ed, New York, Harper and Brothers, 1959.
26. Report of the Junior College Study Committee, to the Governor of the State of Georgia, Jan. 2, 1958.
27. Seashore, Harold, "Academic Abilities of Junior College Students," The Junior College Journal, Vol. XXIX, Oct. 1958, pp. 74-80.

28. Spaeth, Raymond J., "Campus Planning," Planning 1958, Chicago, American Society of Planning Officials, 1958, pp. 148-152.
29. The American College, P. F. Valentine, ed., New York, Philosophical Library, Inc., 1949.
30. Thornton, James W., Jr., "Who are the Students in the Junior College?," The Junior College Journal, Vol. XXIX, Oct. 1958, pp. 39-96.
31. Wattenbarger, James L., A State Plan for Public Junior Colleges, with Special Reference to Florida, Gainesville, University of Florida Press, 1953.
32. Young, Raymond J. "Survey of Junior College Possibilities: A State Responsibility," The Junior College Journal, Vol. XXIX, Jan. 1959, pp. 245-253.